

ADMINISTRATION IN CIA

1. Administration, in the sense we are using the term this afternoon, is the process by which there are assembled and made available for use all of the resources which are required to attain the mission or objective for which an organization exists. These resources include human beings (or personnel), equipment and machines, appurtenances and facilities, working space and services. Effective administration requires that this process be planned, systematized and that the various individual elements of administration be coordinated with one another and with the substantive plans which they are designed to serve.

2. Administration is by no means stereotyped so that it follows an identical pattern in every organization. On the contrary, it has to develop its own special processes to reflect the individual character of the company, Government agency, or for whatever other kind of enterprise it functions. Therefore, the mission of CIA is mirrored in some of the unusual tasks performed by administration, for example: the procurement of safehouses, the recruitment of personnel completely outside the facilities of the Civil Service Commission, the development of medical standards separate and apart from those developed for the rest of the Government, the granting of approval to publish books, periodicals, etc., the issuance of salary checks designed to obscure employees' connections with CIA.

3. In the CIA there has been and continues to be considerable difference of opinion on how the administrative job should be organized. In particular, as all of you know, there is a strong feeling that a separate organizational structure should exist to meet the administrative requirements of the Clandestine Services.

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4. Some years ago, however, the decision was made that responsibility for administration should be centralized. Accordingly, the Deputy Director (Administration) is responsible to the Director for the discharge of administrative support function throughout the CIA. However, it was not intended, and it certainly has not developed that way, that all tasks and activities which are considered "administrative" come under the direct cognizance, or control, of the DD/A, and with respect to personnel administration, under the Assistant Director for Personnel.

5. At this point, perhaps, we should look at the general character of the work of the DD/A organization, to which, for convenience I am joining the Office of Personnel. Staff offices, as opposed to the line or substantive offices, generally do work which fits into three categories:

1. Services
2. Advice
3. Control

(The control phase of the staff function involves determination of adherence to previously defined policies and the continued application or use of the established methods and procedures. This type of "control" does not coincide with the commonly accepted definition of supervision. A staff department charged with control responsibilities for one or more aspects of operation has no authority to issue an order to anyone in the operating line. Such a department is charged with developing inspection procedures and undertaking inspection activities which will assure conformance to policy or established practice. Thus, when a member of the personnel office discovers a violation of agency policy in any operating unit, the personnel department should ordinarily attempt to secure conformance by discussing the violation with the appropriate line supervisor. The staff office or a member thereof cannot order an executive to change his practice. The personnel department can, however, decide to report the violation up the operating line until the disagreement reaches the first common supervisor of the staff and line units.)

6. All of us who are identified with the administrative function are perfectly well aware that a vast number of administrative operations are performed outside the confines of the DD/A organization or the Office of Personnel. The responsibility which the DD/A has for the performance of the administrative tasks are exercised with respect to those specific areas of administration through a variety of methods:

- a. Establishment of standard operating procedures applicable throughout the Agency; for example, the Travel Handbook, the Guide to Preparation of Personnel Actions, numerous procedures, and requirements such as the control methods mentioned above.
- b. Authority of Expertise - Technical knowledge to which operating people can turn for effective, valid information and guidance is as effective a means of exerting influence as any available; for example, the average supervisor is helpless to act properly (that is to meet all of the legal requirements) when he has an employee so substandard that separation seems to be warranted.
- c. Management Survey of performance of administrative functions.
- d. Assignment of personnel to fill administrative jobs in accordance with recommendations of the career service boards which are interested in the functions affected. (Elaborate on this)
- e. Approval by DD/A of tables of organization and ceiling.

PROBLEMS:

1. Duplication of functions performed at the central administrative office level, and also at the operating office level. Such duplication has been particularly prevalent in the record-keeping field. Personnel records maintained by the Office of Personnel have often been matched in equal or even added detail by individual operating offices. A recent Management Staff O&M survey found that individual area division people were exactly duplicating records on real estate and vehicles.
2. There is a need to win a greater measure of confidence on the part of the operating personnel which will produce sufficient disclosure of details of future projects to permit realistic estimates of materiel requirements.
3. There must be broader recognition that the great powers vested in the DCI by legislation was intended for use only in furtherance of the extraordinary and unique functions of the CIA, and, as the legal people have assiduously pointed out, it is improper and illegal to use these funds to solve problems which are typical of the difficulties which may be encountered by any Government agency.
4. There is a growing realization that there is a constant tendency to expand functions and personnel of any office in response to the demands placed upon it. Expansion of this kind is usually gradual, and in such small proportions that at no one time is it likely to excite questions. All the people in an office may be obviously busy, and it is therefore assumed that the office is operating efficiently. In many cases legitimate increases in the volume of business masks the fact that activities of questionable justification have been undertaken by the office. There is always the

tendency for forms, reports, functions and methods to be continued after they have outlived their usefulness. We are finding a growing awareness on the part of the Agency's top echelons -- particularly the DDCI has interested himself in studying this process -- of the need to set up firmer controls over functions, methods and manpower.

5. There is tendency to regard "administration" and "operations" as existing and functioning in spheres which are or can be easily marked off. Actually, the effective operator must perform many administrative functions. He must estimate his administrative requirements to discharge his operating mission. It is fine that he can surround himself with staff arms to advise him on these operations. But the responsibility to make basic administrative decisions is his and his alone insofar as his particular jurisdiction is concerned. The operator who believes that these are annoying details which can be completely shunted off to a subordinate official can almost surely be spotted as an ineffective operator.

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PERSONNEL FUNCTIONS
of an
Operating Office

1. MANPOWER PLANNING

Furnishes specialized guidance to operating office elements in manpower planning to accomplish assigned tasks. Manpower planning includes estimates for numbers and types of personnel required, skills and abilities which will be needed, staffing patterns required to provide coverage of such skills and abilities.

2. CONTRACT AND PROJECT PERSONNEL

Participates with operational personnel in developing personnel aspects of administrative plans and securing approvals. Assists in execution of personal service contracts, and monitors operating projects for compliance with approved plans.

3. T/O DEVELOPMENT

Assists operating office personnel in development of Tables of Organization by providing advice as to format, preparation of justifications, and estimate of proper job classification.

4. STAFFING REQUIREMENTS

Serves as coordinating point for the operating office in preparation and authentication of requests for personnel which are directed to the Personnel Office. Requests specify necessary and desirable qualifications required for the positions to be filled, together with statements of limiting or unusual factors inherent in the positions.

5. RECORDS AND REPORTS

a. Maintains a current record of T/O of the operating office against which names of individuals on duty or in process are indicated. As a part of this T/O record maintains on a current basis personal information on each operating office member, utilizing OF 4b for the purpose. Posts to OF 4b pertinent changes involving operating office personnel. Maintains current working file for individuals assigned to the operating office.

b. From the combined record prepares such special personnel reports or tabulations as may be required by the operating office which are supplemental to official reports prepared by the Personnel Office.

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Security Information

- 2 -

6. PERSONNEL EVALUATION REPORTS

Serves as central coordinating point in the operating office for assuring that Personnel Evaluation Reports are complete and timely and that approved recommended actions are effected.

7. REQUESTS FOR PERSONNEL ACTIONS

From the T/O record reviews or prepares Request for Personnel Action, SF-52 involving operating office personnel. Responsible for securing the required concurrences and approvals prior to submission of the actions to the Personnel Office.

8. LIAISON

a. External. Conducts continuing liaison with other Agency elements (such as Personnel, Medical, Security, Finance, Fiscal) on matters affecting operating office personnel, and serves as the central point within the operating office where other Agency elements may secure information or direct requests for action involving operating office personnel.

b. Internal. Serves as the central point where operating office personnel may direct their inquiries concerning personal status, actions affecting them, personal problems, and the like. On matters not within the cognizance of the operating office personnel officer, the individual is referred to the proper office, whether it be the Personnel, Medical, Security or other Office responsible for or cognizant of the problem.

9. ASSISTANCE TO CAREER SERVICE BOARDS.

Provides assistance in the nature of specific statistics, evaluations, prior or current plans for utilization for career service boards concerned with rotation planning, career development, and training of operating office personnel.

10. OVERSEAS MOVEMENT

Serves as central coordinating point within the operating office to assure that individuals are scheduled with Central Processing Branch, Personnel Office, and assists the Personnel Office by initiating or securing the initiation of operating office documents required to effect the movement. Supplements CPB/PO briefings to the extent that specific instructions not covered in the general briefings are made known to the traveller. Arranges for operational de-briefing of returnees from overseas assignments.

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NOTE: The following non-personnel functions may sometimes be assigned to the operating office personnel group when in the opinion of the operating

ADMINISTRATIVE SUPPORT

1. Centralization vs. decentralization.
2. Principles of decentralized system.
3. Central administrative Offices
- a. Security Office
 - b. Medical Office
 - c. Logistics Office
 - d. Office of the Comptroller - MIS
 - e. Auditor-in-Chief
 - f. Office of the General Counsel
 - g. Regulations Control Staff
 - h. Project Administrative Planning Staff
4. Channels to major components
- a. Chief of Administration, Office of the Deputy Director (Plans)
 - b. Assistant to the Deputy Director (Intelligence) - Administration
 - c. Assistant Director for Personnel
 - d. Executive Officer, Office of Training
 - e. Chief, Administrative Staff, Office of Communications

5. Support role of Administration
 - a. Not subordinate
 - b. Early planning requirements.
6. Obligations to the Director
 - a. Broad powers.
 - b. Intent of Congress.
7. Unvouchered funds.
 - a. Auditor-in-Chief
8. Budget outlook
 - a. Tight.
 - b. Do more with less.
 - c. Careful scrutiny of projects results cut losses.
9. T/O's - Personnel ceilings - no financial statement by which to judge.
10. Operators vs. administrators.

Functions of Control Exercised by the DD/A Organization:

1. Comptroller is authorized to establish accounting systems and financial reporting requirements for projects.
2. The DD/A is responsible for establishing personnel ceilings for Agency components covering staff employee and staff agent categories.
3. Regulations binding upon the departmental offices of the Agency must be authenticated by the DD/A prior to publication.
4. The ~~Records~~ ^{Staff} Management ~~Office~~ is responsible for forms control, and is proceeding with a program of records control.
5. The Auditor in Chief's functions are largely in the control category. He is responsible for auditing finance, fiscal property matters ^{Particularly those} not under GAO procedures, and in addition he reviews internal accounting and audit procedures.
6. The General Counsel operates as a control mechanism for outside liaison on legal matters.
7. The Personnel Office charter in general provides that it shall inspect, review and evaluate all phases of personnel management activity wherever performed.
8. Personnel also exercises the control role through
 - a. Testing program - rejection of applicants who do not meet qualification standards
 - b. Authorization of monetary allowances and overseas differentials.
 - c. Draws up and executes personal service contracts for consultants and personnel in covert categories.
 - d. Position classification and wage administration.
9. The control function of the Security Office is so obvious as to require no further elaboration.
10. The Logistics Office prescribes the kind of expenses which the Agency will assume when the Agency provides quarters and furnishings for overseas personnel.

11. Supply accounting procedures must be established in consonance with the standards laid down by the Logistics Office.
12. Medical standards for employment are established and enforced by the Medical Office.

SERVICE FUNCTIONS OF THE DD/A ORGANIZATION:

1. Preparation of payroll, certification for payment of other expenses from vouchered funds; payment of expenses from UV funds. (Comptroller) *Obtain foreign currencies.*
2. Procurement *and distribution and accountability* of materials, services (including transportation), real estate, MOTOR POOL for Hqs area (provides for transportation of personnel materials, equip, and supplies (Logistics))

Provides domestic facilities and technical guidance for overseas facilities for receiving, inspecting, warehousing, packing, issuing, and disposing of supplies and equipment.

3. Medical -- provides professional care in case of illness or injury; arranges for evacuation and hospitalization;
4. *Logistics* ~~and~~ -- printing and reproduction space for hqs offices
bldg maintenance, moving and telephone service
~~machine records~~
records management and vital materials program
maintains central admin files, hqs mail and courier service.
4. ~~GENERAL INFORMATION~~
Security Office -- inspections to assure maintenance of secure conditions
provides escort for sensitive personalities
5. Personnel -- Recruitment
Record keeping
Central Processing
Counseling
Compensation
Insurance

Management: .
Records center

End of the DD/A ops (except Audit)
to the clandestine services, trained personnel
for assistance support of operations.

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ADVICE functions of the DD/A organization:

1. Personnel people are continually responsible for stimulating and building an awareness among operating supervisors that effective management is based upon an understanding of human motivations, sensitivity to the means of securing human responses, and skill in supplying human satisfactions. The effective agent of personnel must be continually on the alert for opportunities to develop such awareness.
2. Management surveys performed by the MIS; *preparation of functional statements*
3. Advice rendered by the G. C. on legal matters to all offices of the Agency.
4. Assistance on budget and fiscal matters by Compt ofc.
5. Advice of Logistics Office on capabilities for procurement of materials
6. Advice supplied by Medical Office on qualifications of personnel for specific assignments.
- 7.. Security advice on means to handled activities in secure ways.
6. *Medical advice on precautions against prevalent epidemics*
nto O/S station